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ABSTRACT

The effectiveness of Project Jericho, a 1-year program designed to improve the parole success rate of male California Youth Authority wards living in group homes, was assessed. Each group home had a resource developer who helped parolees find jobs, enroll in school or training, and establish links to the community. Jericho parolees (N=53) were compared with other male Youth Authority parolees (N=53) on the basis of age, ethnicity, committing offense, and parole to the same area at the same time. Jericho parolees completed questionnaires, and official records provided information on parolees' background, prior records, institutional history, parole behavior, violations, parole outcome, and employment data. Jericho parolees showed significantly higher rates of employment than the comparison group. More Jericho wards enrolled in college while more comparison wards were enrolled in high schools. Jericho parolees did not have lower rates of recidivism than comparison wards; Jericho cases had more arrests and more undesirable official dispositions than comparison cases. The major achievement of Project Jericho was to improve the rate of employment for parolees, although this did not bring about fewer criminal activities. (NRB)

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PROJECT JERICHO EVALUATION REPORT

FINAL REPORT

June, 1984

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PROJECT JERICHO EVALUATION REPORT

FINAL REPORT

Candace Cross-Drew

DEPARTMENT OF THE YOUTH AUTHORITY

Division of Program Research & Review

JUNE 1984

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TABLE OF CONTENTS

		Page
SUMMARY		i
CHAPTER 1	Introduction	1
	Project Background	1
CHAPTER 2	Description of Program	3
	Labor Market Description	5
CHAPTER 3	Research Design and Methods	8
	Research Design	8
	The Sample	9
	Data Collection	12
CHAPTER 4	Findings	15
	Resource Developer Activities	15
	Parolees Achievements	19
	Levels of Criminal Activity	25
	The Impact of Resource Developers' Achievements Upon Parole Achievement	29
	Do Prosocial Achievements Lead to Less Criminal Activity?	30
	Do Jericho Parolees Show Lower Levels of Criminal Activities?	32
CHAPTER 5	Conclusions	33
	References	36

LIST OF TABLES

		Page
TABLE 1	Sample Size for the Individual Programs.....	9
TABLE 2	Comparison of Background Characteristics of Jericho Parolees with Parole Region II Parolees.....	10
TABLE 3	Background Characteristics of Individual Jericho Parolees Compared with Parolees From the Same Parole Office.....	11
TABLE 4	Number and Percentage of Parole Research Forms Returned.....	13
TABLE 5	Average of How the Resource Developers Spent Their Time.....	15
TABLE 6	How the Individual Resource Developers Spent Their Time.....	16
TABLE 7	Sources of Jobs Obtained by Jericho Wards.....	17
TABLE 8	Average Number of Potential Employers Contacted Weekly by Individual Program.....	17
TABLE 9	Parole Work Record Comparison.....	20
TABLE 10	Previous Work History.....	21
TABLE 11	Parole Productivity.....	22
TABLE 12	School Involvement.....	22
TABLE 13	Comparison of Percentages of Parolees in School.....	23
TABLE 14	Parole Disposition at the End of the Evaluation.....	27
TABLE 15	Good Street-Time Percent.....	28
TABLE 16	Employment, Arrests and Unfavorable Outcome Figures for Individual Programs and Their Comparisons.....	31

FIGURES

FIGURE 1	Diogenes Youth Services Youthful Offender Services Organizational Chart.....	4
FIGURE 2	Percent of Blue Collar and White Collar Jobs.....	6

SUMMARY

This report is an evaluation of Project Jericho, a one-year program designed to improve the parole success rate of male Youth Authority wards living in Diogenes group homes in Sacramento, Fresno, and Bakersfield. To improve parole success, a resource developer was hired for each of the three group homes. Their job was to help parolees find jobs, enroll in school or training, and establish links to the community.

The purpose of the evaluation was to assess the impact of the Jericho Program on the parole behavior of Youth Authority wards in the program. Specific hypotheses tested were: 1) the more achievements made by the resource developers, the more improvements will be shown by parolees on prosocial indicators; 2) the more prosocial improvements by parolees, the lower the criminal activity level; and 3) Jericho parolees will show lower criminal activity levels than the baseline and comparison wards.

The study used a quasi-experimental design with a nonequivalent control group. To derive the comparison group, Youth Authority wards paroled to Jericho were matched with other male Youth Authority parolees on the basis of age, ethnicity, committing offense, and parole to the same area at approximately the same time. Fifty-three Jericho "graduates" (defined as those who resided for a minimum of 30 days in one of the group homes) and 53 comparison parolees made up the study sample.

Interviews, questionnaires and official records provided the data. Resource developers, other group home staff and parole agents were interviewed. Questionnaires were filled out by Jericho parolees. Official Youth Authority records provided information on parolees' backgrounds, prior

records, institutional history, parole behavior, violations and parole outcome. Youth Authority OBITS data base and the Employment Development Department provided employment data.

The Jericho parolees showed significantly higher rates of employment than the comparison group. There was little difference between the two groups on number of wards enrolled in school but there were more Jericho wards enrolled in college while more of the comparison wards were enrolled in high school. The Jericho parolees did not have lower rates of recidivism than the comparison group; Jericho cases had more arrests and more undesirable official dispositions than comparison cases. Regarding a third measure of recidivism, time spent outside of confinement while on parole, Jericho cases were slightly higher (statistically non-significant) than comparisons.

There was support for the first research hypothesis since achievements by the resource developers did produce significant improvements in parolees' employment and college enrollment. Hypothesis two, that more prosocial achievements would lead to less criminal activity, had to be rejected since Jericho parolees showed significantly higher levels of prosocial achievements yet had higher or equivalent levels of criminal activities. Similarly, the third research hypothesis was not supported since Jericho parolees showed either higher or equivalent levels of criminal activities. The major achievement of Project Jericho was to improve the rate of employment for parolees, though this did not bring about fewer criminal activities. Caution was suggested in implementing similar programs unless modifications are included to promote stable jobs with career potential, to insist on school attendance among unemployed residents, and to exercise more control on the activities of program residents.

CHAPTER I

Introduction

The Jericho Parolee Transition program was a one-year project designed to significantly increase the parole success rate for Youth Authority wards living in the Diogenes group homes in Sacramento, Fresno, and Bakersfield. A grant from the Office of Criminal Justice Planning provided funds to hire resource developers whose jobs were to find referrals for training, employment and education, to establish linkages to the community, and to locate community service opportunities. The project was conducted between October 1982 and September 1983. The evaluation started in December 1982 and ended September 1983. This report evaluates the impact of the Jericho Parolee Transition project on the parole behavior of those in the program. It does not evaluate the group home itself.

Project Background

The high failure rate of Youth Authority parolees prompted Diogenes Youth Services to look for ways of improving chances for parole success. Recent studies by the Youth Authority (Wiederanders 1983; 1981) and by other researchers (Cook 1975; Pritchard 1979; Stephens & Sanders 1978) identified employment as a key factor in parole success. Indirect support for these findings come from several econometric studies which found a relationship between unemployment and crime (Brenner 1971; 1976; Fleisher 1963; Glaser & Rice 1959). Wiederanders (1983) identified education and prosocial attitudes as additional factors related to parole success.

Based on these research findings, Diogenes developed a program to increase parole success primarily through employment and educational referrals. Diogenes sought funding to hire staff to find jobs, training and educational opportunities and other resources for resident parolees.

In the following chapters, the impact of the Jericho Parolee Transition project on parolee behavior will be described. The organization of the report is as follows: Chapter II describes the program, Chapter III explains the research design and methodology, Chapter IV presents research findings, and Chapter V offers conclusions.

CHAPTER II

Description of Program

The Jericho Parolee Transition project was developed to supplement the services Diogenes Youth Services were providing parolees. Diogenes was under contract with the Youth Authority to operate three residential programs for male Youth Authority parolees. These programs provided a place to live, transition services, counseling and supervision. Each program was staffed with a program manager, house manager and three part-time counselors. Student interns and volunteers augmented the staff. These programs, at any one time, were designed to serve an average of six parolees for a stay of 90 days. The programs were designed to help homeless parolees make the transition from incarceration to parole.

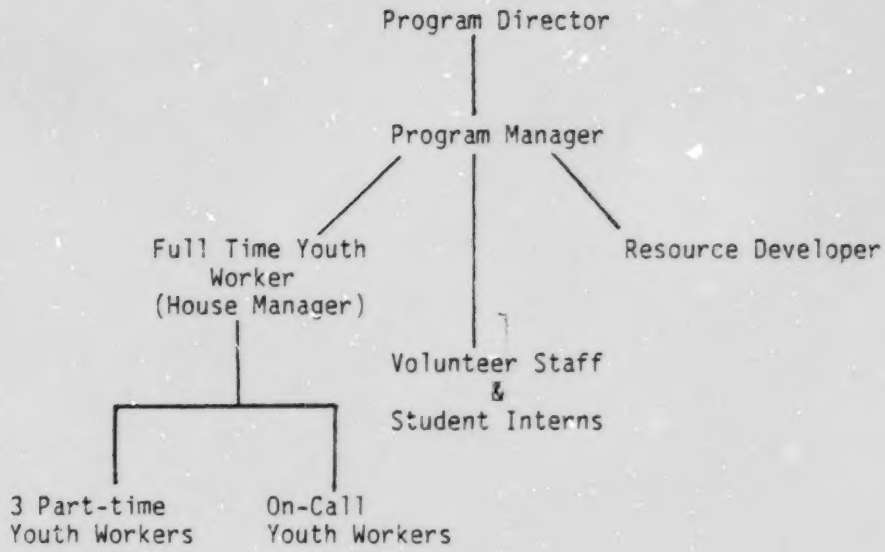
The group homes are located in single family homes in middle-to-working class areas of Sacramento, Fresno and Bakersfield. The Sacramento home was opened in July 1981, the Fresno home in July 1982, and the Bakersfield home was opened in January 1982.

The Jericho Parolee Transition project provided funds to hire a resource developer for each home. Figure 1 shows the organization chart for the program. The main tasks of the developers were to establish community linkages, get referrals for employment, training and education, and to offer counseling.

The Sacramento and Fresno developers were hired in October 1982 and stayed with the project through its completion. The Bakersfield program experienced rapid turnover in developers, hiring three in four months. The third one was hired in mid-January and stayed with the project through completion.

FIGURE 1: DIOGENES YOUTH SERVICES
YOUTHFUL OFFENDER SERVICES

Organizational Chart



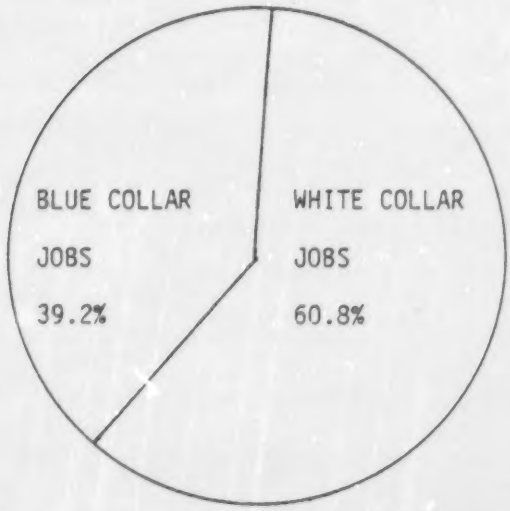
Youth Authority parole agents were primarily responsible for assigning parolees to Jericho programs. Although the program was designed to serve homeless wards without family or resources, the majority of wards assigned to the program were not, literally, orphans but were those who could not or would not live at home. A sizable number couldn't return to their county of commitment because of strong opposition by district attorneys, police and relatives of victims. Some cases were placed at Jericho to get them away from conflicts with parents. Additionally, some parents were considered negative influences, such as those identified as drug dealers, and the agent wanted the ward in a more law-abiding environment. In some cases, parents were considered unable to control the ward and the agent placed him in Jericho for better supervision. In a number of cases, the families didn't want their son back home. This was especially true of drug offenders. Finally, a few wards living in small agricultural hamlets were placed in the Jericho Program to try to help them find a job in town.

Labor Market

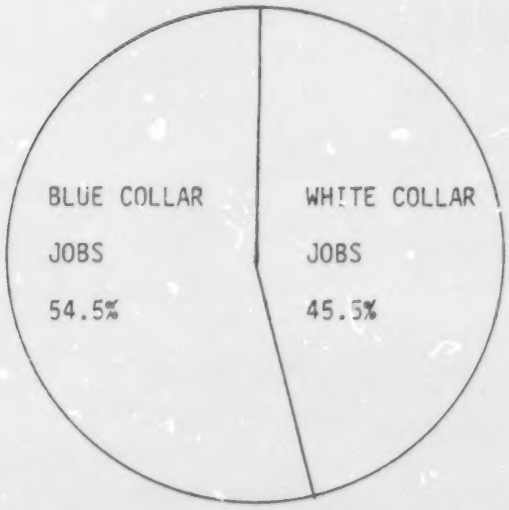
The labor market in each area differed and its configuration affected employment opportunities for Youth Authority parolees. Geographical differences were controlled by selecting comparison group parolees from the same area. However, labor market differences would affect differences between programs and would require different strategies on the part of resource developers. Figure 2 shows the percentage of blue collar and white collar jobs in each area. White collar jobs include professional, managerial, sales and clerical positions. Blue collar jobs include laborer, machine operators, service occupations and craft (EDD 1982). Since parolees are more likely to get blue collar jobs due to generally low educational achievements, Bakersfield and Fresno would appear

FIGURE 2: PERCENT OF BLUE COLLAR AND WHITE COLLAR JOBS

SACRAMENTO SMSA 1982



BAKERSFIELD SMSA 1982



FRESNO SMSA 1982

NOTE: SMSA refers to Standard Metropolitan Statistical Area

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to have a higher percentage of parolee-suitable jobs. Sacramento, with a high proportion of its workforce involved in government and education, has the lowest percentage of blue collar jobs and might be expected to present more of a challenge to job developers than the other two areas.

Unemployment rates might also affect the labor market in each area. Unemployment in all three areas was highest in February and declined steadily thereafter, reaching the lowest rate in September. The average unemployment rate in Sacramento for the period January 1983 through September 1983 was 10.3%. Fresno's average unemployment rate for the same period was 14.3% and Bakersfield's was 11.85, (EDD 1983).

CHAPTER III

Research Design and Methods

The purpose of the evaluation was to assess the impact of the Jericho Parolee Transition project on the parole behavior of Youth Authority wards in the program. Specific hypotheses to be tested were: 1) the more achievements made by the resource developers, the more improvements will be shown by parolees on prosocial indicators; 2) the more prosocial improvements by parolees, the lower the criminal activity level; and 3) Jericho Program parolees will show lower criminal activity levels than baseline and comparison wards.

Research Design

The study used a quasi-experimental design with a nonequivalent control group (Campbell & Stanley 1966). Parolees admitted into the Jericho Program were matched with other Youth Authority parolees who were paroled at approximately the same time to the same parole areas. The matching was done after the parolees were assigned to Jericho. Parolees were matched on age, ethnicity, committing offenses and number of prior criminal convictions. These factors are the best known predictors of parole behavior. Due to the small number of wards placed in group homes, it was not possible to match the Jericho wards with wards in other group homes. Random assignment of parolees to Jericho or to a control group, necessary for a true experimental design, was not possible.

Early in the research it became obvious that some parolees would not be staying at Jericho for the full 90 days. In fact, a few didn't stay long enough to unpack. In order to fairly evaluate the effect of the Jericho Program, only parolees who had stayed a minimum of 30 days' time were considered Jericho

research cases. Parolees who stayed 29 days or less were considered out of the study and were not matched. Those who stayed 30 days or more were considered research cases even though some of them were subsequently removed from the program for noncompliance with program rules or law violations.

Additionally, parolees in the Bakersfield program were included in the sample only if they were in the program after the last resource developer was hired.

Applying these criteria yielded 53 Jericho research cases and 17 out-of-study cases. Table 1 shows the number in the individual programs.

Table 1

SAMPLE SIZE FOR THE INDIVIDUAL PROGRAMS

	Number
Sacramento Jericho Research Cases	20
Sacramento Out-of-Study Cases	7
Fresno Jericho Research Cases	17
Fresno Out-of-Study Cases	7
Bakersfield Jericho Research Cases	16
Bakersfield Out-of-Study Cases	3

Total Jericho Sample = 53
Total Out-of-Study = 17

The Sample

The total study sample consists of 106 wards: 53 Jericho parolees and 53 in the comparison group. As Table 2 shows, the Jericho parolees were younger, more likely to be white, and less violent offenders than the average Parole Region II parolee. Background characteristics for wards in the individual programs are shown in Table 3.

Table 2

COMPARISON OF BACKGROUND CHARACTERISTICS OF JERICHO PAROLEES WITH PAROLE REGION II PAROLEES

	Jericho	Parole Region II
Mean Age	18.9	20.1
Ethnicity (%)		
White	62.3	51.0
Hispanic	22.6	29.2
Black	11.3	17.4
Native American	3.8	1.2
Other	0	1.1
Committing Offenses (%)		
Violent	30.3	40.4
Property	64.2	57.6
Drugs	5.7	2.1

NOTE: Source of Parole Region II statistics: California Youth Authority, Information Systems Report, "Characteristics of Y.A. Wards, September 30, 1983".

Table 3

BACKGROUND CHARACTERISTICS OF INDIVIDUAL JERICHO PAROLEES COMPARED WITH PAROLEES FROM THE SAME PAROLE OFFICE

	Jericho	Parole Office
Sacramento A/		
Mean Age	19.5	20.3
Ethnicity (%)		
White	65.0	53.5
Hispanic	25.0	19.5
Black	10.0	24.5
Native American	0	1.6
Other	0	0
Committing Offenses (%)		
Violent	35.0	40.0
Property	65.0	58.1
Drugs & Alcohol	0	1.9
Fresno		
Mean Age	19.1	20.1
Ethnicity (%)		
White	41.2	31.1
Hispanic	35.3	46.3
Black	17.6	19.9
Native American	5.9	.7
Other	0	2.0
Committing Offense (%)		
Violent	35.4	49.3
Property	53.0	48.0
Drug & Alcohol	11.8	2.7
Bakersfield		
Mean Age	18.1	19.8
Ethnicity (%)		
White	81.3	41.7
Hispanic	6.3	42.1
Black	6.3	15.0
Native American	6.3	.4
Other	0	.8
Committing Offense (%)		
Violent	18.9	41.3
Property	75.1	55.8
Drug & Alcohol	6.3	2.9

A/ Sacramento and Foothill Parole Offices combined

NOTE: Source of Parole Region II statistics: California Youth Authority, Information Systems Report, "Characteristics of Y.A. Wards, September 30, 1983".

Data Collection

A variety of sources including Jericho staff, parolees, parole agents, law enforcement officials, the Youth Authority computerized data base (the OBITS system), and EDD employment statistics provided data.

Data to measure resource developer achievements were gathered from several sources. The main source of data was a form filled out weekly by the resource developers. This form was used to collect information on how the resource developers spent their time, the number of contacts they made with various employment sources, and achievements they made in developing resources. This form was developed through consultation with the resource developers. Additionally, qualitative information was obtained from resource developers in the form of "case studies," i.e., examples of achievements by resource developers that do not appear in presentation of strictly quantitative data.

Evaluation by clients of the Jericho Program also provided data on resource developers' achievements. This information was elicited by a questionnaire, described below, which was administered to parolees when they left the program. Finally, qualitative data on resource developer achievements were obtained from parole agents.

Information on activities of parolees was collected from official records, Jericho staff, questionnaires, parole agents, and personal interviews. The OBITS system, a Youth Authority computerized data base, provided information on parolees' background, including age, ethnicity, committing offense, institutional history, parole violations, revokes, and discharges. The Youth Authority Master Files, kept by the Youth Authority on all wards, provided additional

information on all parolees, such as parole achievements noted by parole agents during official case reviews.

A form to collect data on parolee achievements was developed and revised with the help of a resource developer and a program manager. This form was used to gather data on prosocial activities such as jobs, school enrollments, positive social activities, as well as information on attitudes towards Jericho staff and Youth Authority parole staff. It was also used to get information about types of problems encountered while on parole. This form was filled out by Jericho parolees when they left the program. Unfortunately, these forms were not given to all Jericho graduates. As Table 4 indicates, the completion rate was only 54.7%.

Table 4

NUMBER AND PERCENTAGE OF PAROLE RESEARCH FORMS RETURNED

	Forms Completed	Parolees In House	Percent
Sacramento	8	20	40
Fresno	11	17	65
Bakersfield	10	16	63

Overall return rate = 54.7%

Every attempt was made by the researcher to obtain this data from parolees who had left the program without filling out the form. In some cases, parole agents contacted parolees and had them complete the form. In other cases, parolees were interviewed by the researcher in county jails or in Youth Authority institutions to which they had been sent.

Followup data on all parolees, Jericho graduates, program dropouts and the comparison cases, were obtained from official records and from parole agents. This data included information on current parole status, parole period arrests and jail time, and parole period achievements were collected.

Employment data from the Youth Authority OBITS data base and from EDD research provided employment information. The Youth Authority provided employment rates for parolees in the areas of study while EDD data provided information on labor market configuration and unemployment rates for the areas in the study.

Parole agents and local law enforcement were also a source of data for the research. Their observations and comments complemented the more quantitative data.

Chapter IV

Findings

This section will first describe the findings on resource developer activities and achievements, on parolee achievements, and on levels of criminal activity. Then, analyses of these findings and their relationship to the research hypotheses will be presented.

Resource Developer Achievements

The resource developers were expected to be Jacks or Jacquelines-of-all-trades and an examination of how they spent their time shows that they did indeed perform a variety of tasks. As Table 5 indicates, employment activities were the main activity for the resource developers, taking up 40.4% of an average week. Program coverage ranked second with miscellaneous activities ranking third. Paperwork, fund solicitations, getting Medi-Cal and I.D. cards for parolees and similar activities were included in this category. Education ranked seventh, following staff meetings, counseling and meetings of the resource councils. Recreation and community service activities ranked last. The individual programs show a similar distribution of hours (Table 6).

Table 5

AVERAGE OF HOW THE RESOURCE DEVELOPERS SPENT THEIR TIME

	Average Hours per Week	Percent
Employment	16.2	40.4
Coverage	9.2	22.9
Miscellaneous	4.8	12.1
Staff Meetings	3.5	8.9
Counseling	2.2	5.5
Resource Council	1.7	4.2
Education	1.2	3.0
Recreation	.7	1.9
Community Service	.6	1.5

Table 6

HOW THE INDIVIDUAL RESOURCE DEVELOPERS SPENT THEIR TIME

Sacramento

	Average Hours per Week	Percent
Employment	21.0	52.5
Coverage	7.3	18.2
Staff Meetings	3.9	9.7
Miscellaneous	3.5	8.8
Resource Council	1.7	4.2
Education	1.2	3.1
Counseling	1.2	2.9
Recreation	.2	.5
Community Service	0	0

Fresno

Employment	13.0	32.6
Coverage	9.9	24.9
Miscellaneous	5.2	13.1
Counseling	3.4	8.6
Staff Meetings	3.0	7.6
Resource Council	1.7	4.2
Education	1.6	3.9
Recreation	1.6	3.9
Community Service	.8	2.0

Bakersfield

Employment	14.4	35.9
Coverage	10.5	26.3
Miscellaneous	5.9	14.8
Staff Meetings	3.8	9.5
Counseling	1.8	4.5
Resource Council	1.7	4.1
Community Service	1.0	2.6
Education	.7	1.6
Recreation	.3	.6

Achievements by resource developers include parolees employed or enrolled in school, workshops held, and employers and schools contacted.

Parolee employment was a major goal of the resource developers. The best source of jobs was private businesses which produced 20 jobs. Employment Development Department (EDD) referrals resulted in seven jobs and the Private

Industry Council (PIC) and the Certified Employment Training Program (CETA) each provided five jobs.

Individual developers differed in their strategies for finding parolees jobs. As shown in Table 7, private business was the best source of jobs for all three programs. The Sacramento program utilized CETA jobs more while Fresno was more successful with EDD and PIC. It is noteworthy that the Fresno developer spent at least five times as much time contacting PIC than did the other programs and obtained four times as many jobs through this source. Bakersfield utilized EDD the least. The average number of potential employers contacted each week is shown on Table 8. EDD and private businesses were contacted most frequently and PIC the least.

Table 7

SOURCES OF JOBS OBTAINED

	Sacramento	Fresno	Bakersfield
EDD	2	5	0
Private Businesses	9	9	2
PIC	1	4	0
CETA	3	0	2

Table 8

AVERAGE NUMBER OF POTENTIAL EMPLOYERS CONTACTED WEEKLY BY INDIVIDUAL PROGRAM

	Sacramento	Fresno	Bakersfield
EDD	4.03	11.7	1.2
Private Businesses	21.3	3.4	19.8
PIC	.2	.96	.04
CETA	4.3	1.5	.7

Percentage of parolees employed while living at Jericho is another way of measuring resource developer achievements. The Sacramento program had an average of 61% of its parolees employed, while Fresno averaged 76.3% and Bakersfield 33.3%. These figures can be compared with the employment rate for Jericho program wards before the resource developers were hired. This rate, across programs, is 56%. Thus, the employment rate for the Sacramento program was somewhat higher, the Fresno rate appreciably higher, while the Bakersfield rate was markedly lower than the pre-Jericho levels.

Parolees' perceptions of the job developers is another way of measuring developer achievements. All of the parolees surveyed in Sacramento and Fresno and a majority of those in Bakersfield said they received job-seeking help while living at Jericho. A majority of the parolees surveyed at Fresno and Sacramento found this employment advice helpful. However, a majority at Bakersfield did not.

Training programs were used by the resource developers to develop employment skills among parolees. Sacramento's developer placed five parolees into paid training programs and four in unpaid training programs. Fresno placed two youths in paid programs and three in unpaid programs. Bakersfield placed one parolee in a paid program and none in unpaid training.

Volunteer work was yet another strategy used when the job market was slow or a parolee especially unemployable. For example, during a period of high unemployment, one parolee with little work experience signed up to work at the Easter Seal Society. The job developer said this young man's low self-esteem and poor attitude were hindering his job search. The developer thought working

with people more visibly handicapped than himself would raise the youth's self-esteem, improve his attitude, and provide job experience. The youth's parole agent said the volunteer job was very successful for this parolee and he credits the developer with the youth's parole success. Sacramento and Fresno each placed two parolees in volunteer work while Bakersfield placed none in volunteer work.

Achievements in school included eight parolees enrolled in Sacramento, five in Fresno and one in Bakersfield. Note that this doesn't mean the parolees actually attended school. As the data on parolee achievements in school will show, many more wards were reported enrolled than actually attended school. Sacramento placed parolees in continuation high school, adult school and the Regional Occupational Program (ROP) through a local school district. Fresno enrolled youths in community colleges and a state university, while Bakersfield enrolled one youth in regular high school.

All the developers gave employment workshops. Sacramento and Fresno's developers each gave 10 workshops and Bakersfield gave 25. Topics covered included job search methods, interview techniques and grooming.

Workshops given by outside agencies were also arranged by the developers. Sacramento's developer arranged for one employment workshop, Fresno arranged nine and Bakersfield arranged three.

Parolees' Achievements

Prosocial improvements by parolees included such achievements as obtaining jobs, going to school, attending counseling and opening bank accounts. Such

noteworthy achievements as staying out of trouble and jail will be discussed in the section on criminal activity.

Employment was a major achievement for many parolees. Several different ways of measuring parolee employment will be examined.

The parole period work record shows a significant difference between Jericho parolees and their matches. As Table 9 indicates, far more of the matches had no parole period employment while significantly more of the Jericho parolees had sporadic work records. There was little difference between the two groups of semi- and steady workers. The parole work record was compiled from official records and from information from parole agents. It covers the entire followup period. It is probably the most accurate of the parolee employment measures used in this report.

Table 9

PAROLE WORK RECORD COMPARISON

	Jericho	Comparison
Work Record		
None	7	24
Sporadic Work	24	10
Semi-Steady Employment	16	13
Steady Employment	6	6

Chi Square = 15.39763 with 3 degrees of freedom

P less than .01

One factor which influences getting a job is previous work experience. As Table 10 demonstrates, more of the comparison group lacked employment experience than did Jericho wards.

Table 10

PREVIOUS WORK HISTORY

Work History	Jericho	Comparison
None	12	19
A little	28	20
Reasonable for age	9	11
Steady	4	3

Another way of measuring parole achievements while on parole is to look at combined work and school achievements. This measure of parole productivity is computed from official records and from parole agents. As Table 11 indicates, there is a significant difference between Jericho parolees and their matches. The main impact of Jericho is on the no work/school group. In the comparison group, 41.5% were not involved in work or school while on parole, while only 13.2% of the Jericho group had no work or school involvement. In the low productivity group (those with little involvement in either a job or school) were 60.4% of the Jericho parolees while the comparison group had but 35.8%. There is no difference between the middling and productive groups.

Table 11

PAROLE PRODUCTIVITY

	Jericho	Comparison
No Work or School	7	22
Low Productivity	32	19
Middling Productivity	8	6
Very Productive	6	6

Chi Square = 11.35806 with 3 degrees or freedom

P less than .01

Regarding all types of school involvement combined, fewer Jericho parolees were involved than comparisons (11 vs. 13, see Table 12), although this difference is statistically insignificant. Slightly more than 20% of the Jericho wards were enrolled in school at some time during their parole but almost half of these (5 of 11) dropped out or were expelled; a similar proportion dropped or were enrolled in high schools than comparison cases (6 of 13). A lower number of Jericho wards were enrolled in high schools than comparisons (1 vs. 5) but a higher number of Jericho wards than comparisons were enrolled in colleges (4 vs. 1).

Table 12

SCHOOL INVOLVEMENT

School	Jericho	Comparison
Dropped/Expelled	5	6
High School or Below	1	5
College	4	1
Vocational Training	1	1
TOTAL	11	13

Both of these contrasts in school involvements (high school/college) between Jericho wards and comparisons hold true for Jericho wards compared to the entire Parole Region II population (Table 13). The comparison group percentages are similar to those of Parole Region II, with Jericho cases differing from regionals and comparisons in the school and college categories but not vocational schools.

Table 13

COMPARISON OF PERCENTAGES OF PAROLEES IN SCHOOL

	Parole Region II	Jericho	Comparison
High School or Below	7.6	1.9	9.4
College	2.5	7.5	1.9
Vocational	2.3	1.9	1.9
TOTAL	12.4%	11.3%	13.2%

NOTE: Source of Parole Region II statistics: California Youth Authority, Information Systems Report "A Summary of Parole Report Forms--Statewide January-December 1982," March 1983.

Involvement in counseling programs was reported by 12 of the 30 parolees who answered the questionnaire. Three Sacramento parolees were involved in counseling while on parole and three young men in Fresno and six in Bakersfield reported attending counseling.

Half of the responding parolees, 15, reported opening savings accounts while living at Jericho.

Quantifying parolees' achievements gives only a partial understanding of what achievements meant in individual cases. Two case studies are presented here to enhance our understanding of parolee achievements.

Case 1 This 21-year-old man was placed in Jericho Program at the start of his second parole. The youth was committed to Youth Authority at the age of 18 for forgery. He had two prior convictions on his record. His mother was mentally ill and unable to take care of him. His father was still outraged from the youth's behavior during his first parole and refused to have anything to do with him. This youth's blatant homosexuality further exacerbated his relationships with family members. At Jericho he found acceptance; he was not rejected for being homosexual. Prior to coming to Jericho, there were not too many places where he went that he was accepted. Jericho helped him get a part-time job selling clothing. Staff provided a wholesome atmosphere in which he could adjust to being back on the streets. This young man eventually moved in with his recovering mother, enrolled in a community college and found a better, full-time job. He was honorably discharged from parole.

Case 2 This second case is not as dramatic a success as the first but the more subtle achievements by the parolee are perhaps more typical. This 19-year-old ward was committed to the Youth Authority for burglary, with prior convictions for burglary and petty theft. He was adopted when three but by age 13 was so troublesome he was removed from his mother's home and placed in a treatment facility. The young man was an epileptic on medication and his penchant for sniffing paint or gasoline exacerbated his medical problems. He had been in a series of group homes and treatment facilities prior to coming to the Youth Authority because his mother did not want him back due to his threatening behavior and his continued drug abuse. Lacking any other place to live, his parole agent placed him at Jericho. Initially, this young man had trouble finding a job. The resource developer managed to find a paid training position for him working as an aide in a day-care/nursery school. The youth enjoyed the

job, the training and the money. The resource developer not only got the ward a job, but also helped him keep it. The resource developer worked closely with the nursery school staff in monitoring the youth's behavior. Also, he got a wide variety of counseling experiences while at Jericho. However, he still continued to have trouble with drug abuse; he continued to sniff a variety of legitimate household and office products. Additionally, he used marijuana and was caught by the Jericho staff. The young man was temporarily detained in a Youth Authority facility pending a revocation hearing. The parole review board decided not to revoke him and the young many began living a transient life style. The Jericho Program was full and the agent could not place him there. He had no permanent residence, he stayed with various friends or in shelters for the homeless. He learned his way around soup kitchens. With the help of his parole agent, he eventually got a part-time job selling flowers. He reported on time to his parole agent. The parole agent reported that the young man was, for the first time, managing to take care of himself. He fed, clothed and, after a fashion, housed himself. He displayed a new ability to meet his problems, to cope, and to survive. The parole agent credits the Jericho Program with helping this parolee develop self-confidence and helping him deal with parental rejection.

Levels of Criminal Activity

Criminal activity levels can be measured in several different ways. One common measure is arrests. The Jericho parolees experienced more arrests than did the comparison group with 58.5% of the Jericho group being arrested at least once. The comparison group had 37.7% of its parolees arrested at least once.

The offenses for which Jericho parolees were arrested while on parole ranged from murder to drunk in public, with the majority being charged with property offenses. The comparison group was arrested for a similar range of offenses and there was no difference between the two in number of violent offenses.

At the end of the evaluation period, 45.3% of the Jericho parolees were still on parole and were not on violation status, whereas 67.9% of comparison parolees were still on parole with no violation actions pending (Table 14). Almost twice as many Jericho parolees as comparisons were on violation status when the project ended (13 vs. 7). Regarding smaller outcome categories, Jericho parolees showed positive as well as negative outcomes relative to the comparison group. "Positives" include the fact that more Jericho wards were honorably discharged (3 vs. 1) and fewer Jericho cases were discharged to Department of Corrections (1 vs. 5) than the comparison group. "Negatives" are that more Jericho wards than comparison wards were revoked from parole (2 vs. 0) and more Jericho wards were recommitted to Youth Authority facilities (5 vs. 1). Due primarily to the larger number of Jericho wards on violation status when the follow-up period ended, the overall parole performance of the Jericho group as measured by official dispositions is poorer than that of the comparison group.

Table 14

PAROLE DISPOSITION AT THE END OF THE EVALUATION

	Jericho		Comparison	
	Number	Percent	Number	Percent
On violation status	13	24.5	7	13.2
Revoked from parole	2	3.8	0	0
Recommitted to YA	5	9.4	1	1.9
Discharged dishonorably to CDC	1	1.9	5	9.4
AWOL	1	1.9	1	1.9
Discharged generally	3	5.7	1	1.9
Discharged honorably	3	5.7	1	1.9
Still on Parole	24	45.3	36	67.9
Deceased	1	1.9	1	1.9

Another measure of criminal activity is the percent of those who "earn" more state time, i.e., go to the adult authority or back to the Youth Authority. This criterion is used by the Youth Authority to define official failure. A slightly higher percentage of Jericho parolees, 15.1% had garnered state time than had comparison parolees (11.3%) although the difference is not statistically significant. However, many of those currently on violation status in both groups are facing charges that will, if convicted, send them to a state institution.

More Jericho parolees spent time in jail than did the comparison parolees (30 vs. 20). However, the average length-of-stay was less for the Jericho parolees. Those Jericho wards who spent time in jail stayed an average of

3.26 weeks, while incarcerated comparison wards stayed an average of 11.6 weeks.

Another way to measure levels of criminal activities is to compute the relative success of each parolee in staying out of incarceration. This figure, "good street time percent," is calculated by dividing each person's total weeks outside confinement by the total weeks on parole (Wiederanders 1983). This measure reflects both the frequency and seriousness of criminal activity in the sample. Moreover, it has the statistical advantage of yielding a continuous distribution of scores. The scores for average good street time percent for each program and comparison groups is given in Table 15. Mean good-street-time percent was higher for Jericho wards than for comparisons, but none of the differences in Table 15 was statistically significant.

Table 15

GOOD STREET-TIME PERCENT

Sacramento Jericho	Comparison
.955	.904
Fresno Jericho	**Comparison**
.909	.906
Bakersfield Jericho	**Comparison**
.879	.806
Mean .918	.875

T-test probability = .262

The Impact of Resource Developers' Achievements Upon Parolee Achievements

The relationship between resource developer achievements and ward achievements is fairly clear. In the area of employment and college enrollment there is a positive relationship. Regarding other-then-college educational programs, there is no relationship. Examination of the Parole Work Record and Parole Productivity, discussed above, Tables 9 and 11, indicate that Jericho has the greatest effect on those at the low end of the scale. There is no difference on those at the top end. This indicates that Jericho has the greatest impact on those who are least likely to get work or go to school, and has the effect of raising these wards to lower-level employment situations.

There is no clear, linear relationship between hours spent on employment/education, number of employers/schools contacted and jobs obtained/wards enrolled. For example, private business was the best source of jobs for all the programs, but Sacramento averaged 21.3 contacts per week while Fresno averaged 3.4 and yet both got the same number of jobs (9). These differences and the lack of clear relationships could be due to differences in the labor market in the different regions as well as different strategies of the resource developers.

Education was one area where the impact of the resource developers was unclear. The percentage of Jericho parolees in high school, given above on Table 13, is lower than the comparison groups and the parole region as a whole. It should be noted that Jericho was very successful in getting parolees enrolled in college. This is especially noteworthy when it is recalled that Jericho parolees are more than a year younger than parole Region II parolees (but not younger

than the comparison group). However, Jericho enrolled significantly fewer wards in high school.

In summary, there is support for the first research hypothesis since achievements by resource developers did produce statistically significant improvements in parolees employment and college enrollment.

Do Prosocial Achievements Lead to Less Criminal Activity?

Jericho parolees showed statistically significant prosocial achievements in the area of employment yet had higher levels of criminal activity as measured by arrests and undesirable outcome. No significant relationship could be found between prosocial achievements and levels of criminal activity.

Jericho parolees were more successful than the comparison group at getting jobs yet this success did not deter them from crime. For example, 83.8% of the Jericho parolees arrested were employed at some time during their parole. In the comparison group, 55% of those arrested had jobs.

Data regarding individual programs presented no strong evidence that employment is related to lower criminal activity level. Table 16 gives the figures on employment, arrest and unfavorable outcomes for the individual programs. It shows that high employment rates do not preclude high arrest rates and unfavorable outcomes.

Table 16

EMPLOYMENT, ARRESTS AND UNFAVORABLE OUTCOME
FIGURES FOR INDIVIDUAL PROGRAMS AND THEIR COMPARISON

	% Employed	% Arrested	% Unfavorable Outcome
Sacramento Jericho	85.0	45.0	30.0
Sacramento Comparison	60.0	45.0	20.0
Fresno Jericho	95.1	70.6	50.0
Fresno Comparison	58.9	5.9	11.8
Bakersfield Jericho	81.3	62.5	43.0
Bakersfield Comparison	43.8	62.5	50.0

Enrollment in college was a slightly better indicator of noncriminal activity, although enrollment in high school was not. Noteworthy here is that none of the college students in either group were arrested and thus all had favorable outcome. High school students and vocational trainees had more blemished records with both groups experiencing arrests and unfavorable outcomes. The high school student and the trainee in the Jericho sample were both arrested and the student was returned to the Youth Authority. In the comparison group, the vocational trainee was not arrested but two of the five high school students were arrested and subsequently experienced unfavorable outcomes. Thus, overall, school achievements were not significantly related to decreased levels of criminal activities.

School failure was a good indicator of parole failure for Jericho parolees but not for the comparison group. Four of the five dropouts in Jericho experienced arrests and unfavorable outcomes while two of the six dropouts in the comparison group were arrested and none had an unfavorable outcome.

Other achievements like bank accounts also were not significantly related to lower levels of criminal activity. Nine of the 15 (60%) of the parolees who opened savings accounts experienced arrests. Eleven of the 14 (78.7%) who reported not opening a savings account experienced arrests. This slight difference is interesting but, again, not significant.

In summary, Jericho parolees showed statistically significant higher levels of prosocial achievements yet had higher or equivalent levels of criminal activity than comparisons. Hypothesis two, that more prosocial achievements lead to less criminal activity, has to be rejected for this sample.

Do Jericho Parolees Show Lower Levels of Criminal Activities?

Jericho parolees did not show lower levels of criminal activities than the comparison group. As noted above, Jericho parolees had more arrests than the comparison group. They also had more undesirable official dispositions than did the comparison group, Table 14 above, and more Jericho wards spent time in jail than did comparison cases, although the mean time spent in jail by Jericho wards was less.

There was no significant difference between the Jericho and the comparison wards on state time or on good street time percent.

In summary, the third research hypothesis is not supported since Jericho parolees show either higher or equivalent levels of criminal activities than the comparison cases, depending on the measure of criminal activity used.

CHAPTER V

Conclusions

The higher or equivalent criminal activity levels of Jericho parolees despite higher employment rate invites the conclusion that jobs are not sufficient to deter these young men from criminal endeavors. Before accepting this conclusion alternative explanations should be examined. Several are discussed below.

It may be that employment is important but neither necessary nor sufficient for parole success. One study (Mentec 1972) found that employment which included counseling and "social reinforcement" i.e., verbal and nonverbal compliments, from job supervisors was related to lower levels of recidivism.

Another factor may be the type of jobs obtained. Most of the jobs obtained were minimum wage, part-time jobs working at fast food places or doing menial labor. It could be that jobs with more career potential would discourage criminal activity. A job with some future would increase the "costs" of crime and incarceration to the parolee. Some theoretical support for this can be found in recent criminology literature from economists (Cook 1975; Erlich 1973; Palmer 1977).

A third alternative may be that the parolees placed in group homes are unique. The parole agents who supervised the group homes said these wards are different from other wards in being without resources and families. Ideally, the comparison group should have been residents of non-Jericho group homes but the number of parolees in group homes from Region II is so small, less than 5%, that matching was impossible. Studies of parole behavior of Youth Authority wards in group homes would give some baseline data but unfortunately such a

study hasn't been done. Without this baseline data, any conclusions about parolees in group homes must be tentative. However, given the lack of relationship between jobs and parole performance, perhaps factors other than employment might need to be addressed to improve the behaviors of this group.

Another alternative that should be examined is that there is something about the Jericho experience that promotes recidivism. It could be that living in a group setting with other delinquents encourages the development of a delinquent subculture within the house where criminal activities are valued and encouraged.

The level of supervision may be a factor in the high recidivism rates of Jericho parolees. Supervision in the group homes was closer than it could have been in other settings.

Living independently from families may be another factor. A majority of the Jericho wards do have families and have lived with them in the past. Perhaps living independently of their families produces anomie and lessens the bonds of commitment to the community and society.

Finally, the sample size is small (n = 106) and this means that the findings could be a statistical fluke. However, it should be noted that nonparametric tests appropriate to small samples with unknown distributions were used.

It should be emphasized that without random assignment to Jericho vs. control group conditions, the possibility of selection-bias cannot be ruled out. But based on a matched sampling procedure and given the best efforts of the researcher to match on variables of demonstrated relevance to parole behavior,

the following conclusion emerged. The major achievement of project Jericho was to improve the employment picture of parolees, but this did not bring about fewer criminal activities than for comparison wards.

This conclusion suggests great caution in implementing this program model elsewhere unless modifications to enhance the program are included. Three of these might be: 1) to work toward bringing about ward jobs with stable career potential rather than the minimum-wage variety; 2) to insist on school enrollment and school attendance among wards not employed; and 3) to search for ways to exercise more control on the associations and activities allowed to program residents.

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